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Joint Inspection Unit

Implementation of the recommendations of the Joint Inspection Unit

Report of the Secretary-General**

Summary

The General Assembly, by its resolution 2924 B (XXVII) of 24 November 1972, requested the Secretary-General to submit to it annually, a report on the implementation of the recommendations of the Joint Inspection Unit (JIU). In its resolution 44/184 of 19 December 1989, the Assembly further specified that such reports should include the recommendations of the Unit and any decisions of the Assembly and other governing bodies. The present report is submitted in accordance with the above resolutions and includes detailed information on the status of implementation of the recommendations contained in four reports of the Joint Inspection Unit, which were considered either by the Committee for Programme and Coordination and/or by the Second or Fifth Committees of the Assembly. In order to reduce the volume of the present document, some of those recommendations are rendered in a succinct form, where appropriate.

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* A/57/150.

** The present report is being submitted after the deadline owing to the need for extensive consultation with various departments/offices and the consolidation of system-wide comments.

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I. Coordination at Headquarters and at the field level between United Nations agencies involved in peace-building: an assessment of possibilities

1. The report of the Joint Inspection Unit (JIU) and the comments of the Secretary-General and that of the Administrative Committee on Coordination thereon[1] were contained in document A/54/430 and Add.1, respectively. They were considered under several thematic debates on the topic by the Security Council from which a policy framework was established, which reaffirmed that there must be "a comprehensive and integrated strategy in peace-building".

2. The recommendations made in the JIU report were, in many cases, already being implemented system-wide, and since 1997, a great deal of additional progress has been made in pursuing the ideas contained in the report. Field experience with peace-building in Kosovo, East Timor, Sierra Leone, Tajikistan and elsewhere has yielded a substantial body of lessons and best practices. Four offices with a specific peace-building mandate have been established in Liberia, Central African Republic, Guinea-Bissau and Tajikistan. At Headquarters, the Secretariat and the agencies, funds and programmes involved in peace-building have continued to develop coordination mechanisms, working through the Executive Committee on Peace and Security and in response to recommendations made in the report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809). Work is progressing on the establishment of a peace-building unit within the Department of Political Affairs, which will serve as a resource and catalyst for the whole United Nations system in this area. The Millennium Declaration noted the importance of peace-building and of enhancing United Nations capacity in this area. Finally, annual open debates of the Security Council have provided a forum for Member States to share and advance their thinking on the subject.

3. **Recommendation 1: The coordination framework for post-conflict peace-building must be, inter alia, overarching and coherent, yet sufficiently flexible to adjust to the unique aspects of each peace-building situation. The preferred method of coordination will therefore be ad hoc, based on certain generally agreed-upon principles.**

4. Considerable progress has already been made in improving coordination within the United Nations system, including the Secretariat and the concerned programmes and funds and between the United Nations and the specialized agencies, including the Bretton Woods institutions. Coordination was built on the understanding that peace-building, as a broad-based approach to crisis prevention and resolution, should comprise integrated and coordinated actions aimed at addressing any combination of political, military, humanitarian, human rights, environmental, economic, social, cultural and demographic factors. The system's objective was to ensure that conflict was prevented or resolved on a lasting basis, that the process of long-term and sustainable development was in place and was not interrupted and that, in cases where it had been interrupted, it would be resumed as expeditiously as possible.

5. Since that time, coordination and conceptual clarity have continued to improve at both Headquarters and field levels. The policy framework was established by the Security Council in its presidential statement of February 2001 (S/PRST/2001/5), which reaffirmed that: "a comprehensive and integrated strategy in peace-building must involve all the relevant actors in this field, taking into account the unique circumstances of each conflict situation." The primary coordination mechanism for peace-building is the Executive Committee on Peace and Security (ECPS), convened by the Under-Secretary-General for Political Affairs, who serves as the United Nations focal point for peace-building. This role of the focal point was assigned to the Under-Secretary-General in 1997 and was reaffirmed by the August 2000 report of the panel on United Nations Peace Operations, which also noted that "ECPS provides the ideal forum for the formulation of peace-building strategies".

6. Through the Executive Committee, discussions have been held on the establishment of peace-building offices, for example in Liberia, and on the drafting of a plan of action for peace-building, which delineates the Headquarters support to the field in a range of peace-building scenarios. The plan, which was submitted to the Secretary-General in November 2001, also makes recommendations for further strengthening the capacity and coordination of the United Nations in this area and work is under way on its implementation. One of the

key recommendations of the plan was the proposal for a peace-building unit within the Department of Political Affairs. That unit will be established by the end of 2002 and will serve as a catalyst for the United Nations system in advancing peace-building activities.

7. In conjunction with these advances in coordination, individual parts of the United Nations system with a significant role in peace-building have made efforts to strengthen their capacity in this area. In keeping with the results of the comprehensive review of peacekeeping, the Department of Peacekeeping Operations is strengthening its capacity to support the integrated planning and conduct of multidimensional peacekeeping operations, including the peace-building activities that take place within them under the authority of the head of mission and the lead department. Dedicated crisis-response units have been established in most United Nations agencies, while many agencies, funds and programmes have created new programming tools to respond more effectively to needs of crisis countries. In 2000, the Executive Board of the United Nations Development Programme (UNDP) endorsed a new policy on the role of UNDP in crisis and post-conflict situations and, in 2001, UNDP upgraded its Emergency Response Division to the Bureau for Crisis Prevention and Recovery. The links between the provision of emergency assistance and the United Nations goals of development, peace and security have been and continue to be improved.

8. In addition, there also continues to be significant cooperation in several projects between the International Civil Aviation Organization (ICAO), UNDP and various United Nations departments and programmes in ensuring the safety and security of civil aviation in countries where the civil aviation infrastructure and human resources were severely affected by the state of unrest or civil war and requiring urgent rehabilitation. On the basis of the recommendations of ICAO, the United Nations Transitional Administration in East Timor (UNTAET) agreed to create a Civil Aviation Division headed by a Director of Civil Aviation. An inter-agency agreement was signed with the Department of Peacekeeping Operations for the provision of the services of an expert by ICAO for the post of Director of Civil Aviation for a period of six months, effective 12 July 2000.

9. In Afghanistan, the constantly deteriorating condition of civil aviation infrastructure and operation/maintenance were being closely monitored by ICAO and UNDP through successive missions undertaken between 1991 and January 2002. However, the resulting quick impact projects for the rehabilitation of civil aviation resulting were never implemented due to lack of international donor support in the face of the restrictions imposed by the Taliban on the ability of the United Nations to operate in the country. Concerns for humanitarian needs and aviation safety and security then prompted ICAO to submit a project proposal to the Security Council Committee established pursuant to resolution 1267 (1999) concerning Afghanistan, the approval of which was overtaken by the ouster of Taliban.

10. At the invitation of the Acting Minister of Civil Aviation and Tourism, a technical mission was sent to Afghanistan, in close cooperation with the UNDP Resident Representative, to evaluate the existing conditions and requirements for the rehabilitation of civil aviation and resumption of air navigation services in the country. As a follow up to the project proposal, a Management Services Agreement was signed between ICAO and Afghanistan on 30 May 2002 concerning an $8.2 million project funded by the Government for the rebuilding of the Kabul International Airport, including the hiring and training of airport and air traffic control personnel, as well as the purchase of equipment and facilities. The Loya Jirga Commission and the United Nations Assistance Mission in Afghanistan (UNAMA) have requested ICAO to provide air transportation services for United Nations flight operations within Afghanistan for a period of two months, such services to include two fixed-wing aircrafts and six helicopters.

11. **Recommendation 2: In order to facilitate all actors working together on one strategic plan for recovery, a framework for coordination must be established during the initial reconstruction planning phases. Member States, as represented in the components of the United Nations system, may consider the agreement ending the conflict as a suitable platform for outlining and reinforcing a series of measures and actions to consolidate peace, establish linkage between peacekeeping and peace-building operations and outline the framework for coordination.**

12. This recommendation was already being implemented through the "strategic framework" approach, which was intended to introduce a common, conceptual tool for identifying, analysing and

prioritizing the key issues and problems to be addressed in a given situation and adopting strategies to meet needs on the basis of shared principles and objectives, with clearly defined and complementary roles for different agencies. This approach was to be applied to a relatively small number of countries, although elements of the approach were likely to be applicable in other countries at various stages of crisis recovery.

13. The strategic framework for Afghanistan was formally announced in September 1998 and lasted until the evacuation of United Nations international staff from the country in the wake of the events of 11 September 2001. Its purpose was to facilitate the transition from a state of internal conflict to a just and sustainable peace through mutually reinforcing political and assistance initiatives, with no "disconnects" between political, human rights, humanitarian and developmental aspects of the international response. It entailed common programming and principled engagement with the Taliban, which had captured and extended its authority over much of the country by the end of 1998. To implement the key objectives of the strategic framework, a number of entities were established, which remain central to the international community's engagement with Afghanistan, including the Afghan Programming Body and its regional counterpart, the Regional Coordinating Bodies, the Afghanistan Task Force and the Strategic Monitoring Unit. These bodies also worked closely with the donor Afghanistan Support Group.

14. Unfortunately, in the face of restriction by the Taliban on the ability of the United Nations to carry out its operations, including the July 2000 edict restricting the employment of Afghan women by aid agencies as well as the restrictions on the activities of the United Nations Special Mission to Afghanistan (UNSMA) following the imposition of sanctions in December 2000, the strategic framework proved very difficult to implement. Nevertheless, it laid the groundwork for the new mission, UNAMA, authorized by the Security Council in April 2002. The Mission represents another step forward in integrated planning and programming for peace-building. The lessons of the strategic framework, elaborated in an independent evaluation commissioned by the United Nations, dated October 2001, were incorporated into the UNAMA mission planning process and into the eventual concept for the new mission.

15. The crisis of May 2000 disrupted the efforts under way to apply the strategic framework approach in Sierra Leone. However, the integrated approach central to a strategic framework prompted the appointment, in January 2001, of a combined Resident/Humanitarian Coordinator and Deputy Special Representative of the Secretary-General with responsibilities for governance and stabilization in the United Nations Mission in Sierra Leone (UNAMSIL). This, in effect, mainstreamed the concept behind the strategic framework, namely the need for political, development, humanitarian and human rights components of United Nations assistance to inform and be informed by each other. Since then, the peace-building process in Sierra Leone has been advancing, with a successful disarmament, demobilization and reintegration programme for former combatants and, most recently, free and fair elections. Elements of the strategic framework approach are evident in other crisis and post-crisis environments, including in the United Nations peace operations in Kosovo and East Timor.

16. **Recommendation 3: The Administrative Committee on Coordination should prepare a declaration on the coordination of peace-building activities for acceptance by the General Assembly and legislative bodies of the specialized agencies, which should recognize the need for United Nations system organizations to maintain their independence, yet articulate the primacy of the United Nations leadership and reinforce the need for coordination to ensure the maximum utilization of resources and the achievement of objectives. Such a declaration should also:**

(a) Agree on a generally acceptable understanding of coordination;

(b) Establish clear mandates and guidelines for United Nations system organizations involvement in post-conflict peace-building activities;

(c) Identify organizations, both at the Headquarters and field levels, which will assume leadership for coordinating policy issues in post-conflict peace-building activities;

(d) Establish more formal and consistent coordination between United Nations system organizations and Bretton Woods institutions;

(e) Strengthen existing coordinating bodies, such as the Administrative Committee on Coordination, its subsidiary bodies and the Inter-Agency Standing Committee;

(f) Build and expand on coordination efforts under way along thematic lines.

17. By April 1997, the Administrative Committee on Coordination had already reached some important conclusions, which were largely overlooked by JIU. These conclusions addressed a number of JIU proposals, including giving recognition to the specific mandates of the United Nations system, identifying those organizations responsible for policy, field and Headquarters-level leadership and continuing to promote coordination between the United Nations and the Bretton Woods institutions. It was decided that any generally accepted understanding of coordination for peace-building for endorsement by the General Assembly and the various legislative bodies of the specialized agencies of the United Nations should await the outcome of innovations and experience on the ground and in strengthening mechanisms for inter-secretariat coordination.

18. Building on the discussions at the Administrative Committee on Coordination and in the report of JIU, significant progress has been made in each of the areas identified in recommendation 3, most of which is outlined in the 2001 plan of action on peace-building, which sets out coordination arrangements and Headquarters support to the field for a variety of peace-building scenarios, focusing particularly on peace-building under the auspices of some form of political mandate/multidimensional presence. The plan builds fully on existing planning, programming, resource mobilization and coordination mechanisms, including the common country assessments, the United Nations Development Assistance Framework (UNDAF), the Consolidated Appeals Process, the United Nations country teams, the Framework for Coordination, the executive committees and the Integrated Mission Task Force concept. It distinguishes between strategy formulation, which involves significant guidance from Headquarters, and strategy implementation, which is achieved through the United Nations presence on the ground.

19. As the follow-up to the plan of action is under way, with additional innovations, including the Integrated Mission Task Force for Afghanistan, which has provided further lessons, the concern of the Administrative Committee on Coordination regarding the timeliness of submitting general understandings to United Nations legislative bodies remains valid. Furthermore, in its February 2001 Presidential statement (S/PRST/2001/5), the Security Council provided a comprehensive definition that continues to guide thinking and action in this area: "peace-building is aimed at preventing the outbreak, the recurrence or continuation of armed conflict and therefore encompasses a wide range of political, developmental, humanitarian and human rights programmes and mechanisms. This requires short and long-term actions tailored to address the particular needs of societies sliding into conflict or emerging from it. These actions should focus on fostering sustainable institutions and processes in areas such as sustainable development, the eradication of poverty and inequalities, transparent and accountable governance, the promotion of democracy, respect for human rights and the rule of law and the promotion of a culture of peace and non-violence".

20. The Security Council further reaffirmed that a comprehensive and integrated strategy in peace-building must involve all the relevant actors in this field, taking into account the unique circumstances of each conflict situation. The Council emphasized that a well-planned and coordinated peace-building strategy can play a significant role in conflict prevention, and in this connection, underlined that international efforts in peace-building must complement and not supplant the essential role of the country concerned.

21. **Recommendation 4: As one element of enhancing coordination, Member States may wish to consider the possibility of carrying out peace-building activities as a separate and distinct operation — "a peace-building operation" — albeit closely linked as a follow-on to the peacekeeping phase.**

22. The first United Nations Peace-building Support Office has been established in Liberia.[2] Since then, similar offices have been established in Guinea-Bissau,[3] Central African Republic[4] and Tajikistan.[5] These peace-building offices are intended to bring to bear the combined capacity of the United Nations system in support of a multifaceted, multidisciplinary approach to the consolidation and development of

sustainable peace that is built on national institutions and capacities. In order to assess their added value to the system's peace-building activities and to learn lessons for possible future similar initiatives, a review of these four offices was undertaken in the summer of 2001. The report of the Joint Review Mission of the Department of Political Affairs and UNDP on the United Nations post-conflict peace-building support offices, which was endorsed by a joint Executive Committee meeting in November 2001, identified minimum preconditions for the success of peace-building offices. Upon endorsement, it was shared with the Secretary-General and with relevant United Nations offices in the field. It will serve as a fundamental resource in the event that more such offices are established.

23. Three of the four existing peace-building offices were established as follow-on presences, after the withdrawal of peacekeeping operations. In its November 2000 debate on "No exit without strategy", which led to the production of a report of the Secretary-General in April 2001 and the establishment of a Security Council working group, the Council emphasized the importance of a follow-on presence in certain cases.

24. **Recommendation 5: As peace-building is essentially a component of development activities, the coordination role of the Economic and Social Council in development policies and activities should be enhanced in accordance with Chapter X of the Charter of the United Nations.**

Headquarters level:

(a) Coordination issues related specifically to peace-building activities should be a regular agenda item to be discussed during the Secretary-General's "cabinet" meetings between United Nations departments;

(b) The secretariats of other United Nations system organizations should also follow the example set by the Secretary-General and establish a lead department for the coordination of policy and strategic decisions among system organizations involved in peace-building.

United Nations system level

(a) To more effectively coordinate United Nations system organizations involved in peace-building, the role of the Administrative Committee on Coordination should be expanded to include an ongoing coordinator role for post-conflict peace-building activities of the United Nations system. This should be accomplished within existing coordination mechanisms;

(b) The Inter-Agency Standing Committee should be strengthened in order for it to play a greater role in the coordination and integration of post-conflict peace-building activities among United Nations system organizations.

25. Peace-building has been highlighted as having "essentially a component of development activities" and "inherently political in nature". This was the rationale for the 1997 designation of the Under-Secretary-General for Political Affairs as focal point for peace-building. It has also been noted that many of the tasks suggested by JIU as appropriate for the United Nations System Chief Executives Board for Coordination or the Inter-Agency Standing Committee belonged more appropriately to the focal point, particularly as convenor of the Executive Committee on Peace and Security.

26. As a follow-up to its designation as focal point, the Department of Political Affairs initiated consultations with the key United Nations stakeholders — through the Executive Committee on Peace and Security and other internal mechanisms — to establish what tasks the Department would be required to carry out. Through this process of consultation, the decision was taken to establish a small, dedicated capacity within the Department. On the basis of these consultations, terms of reference for the proposed Peace-building Unit were drawn up.

27. The proposal for a peace-building unit within the Department of Political Affairs was strongly endorsed by the report of the Panel on Peace Operations, which noted that the Under-Secretary-General for Political Affairs must be able to coordinate the formulation of peace-building strategies with the members of ECPS and other elements of the United Nations system, particularly those in the development and humanitarian fields given the cross-cutting nature of peace-building itself. It also suggests that regular budgetary support for the unit be revisited by the membership if the pilot programme works well.[6] To do so, the Secretariat is assembling voluntary funds from a number of donors for a three-year pilot project in support of the unit. As

the planning for this pilot unit evolves, the Panel urges the Department of Political Affairs to consult with all stakeholders in the United Nations system that can contribute to its success, in particular UNDP, which is placing renewed emphasis on democracy/governance and other transition-related areas.

28. While work continues to establish the peace-building unit, some of the other entities mentioned by JIU have taken up the matter of peace-building. The Inter-Agency Standing Committee, for example, established a Reference Group on Post-Conflict Reintegration, which met throughout 1999 and 2000, endorsing an interim report entitled "Bridging the Gap: a report of the IASC Reference Group on Post-Conflict Reintegration (July 1999)", and ultimately issuing its final report in November 2000, along with a paper on promoting reintegration in situations in transition, which contained 10 golden rules. Those documents, and many others, formed the basis for the plan of action on peace-building mentioned above.

29. **Recommendation 6: Given the increasing role played by the Bretton Woods institutions in post-conflict peace-building activities, United Nations system organizations should formally establish coordination linkages between themselves and these financial institutions to ensure both participation in the planning phases of post-conflict recovery and a sustainable, coordinated relationship throughout reconstruction. These linkages should be developed without the creation of new structures.**

30. A great deal of work has been done and will be done to intensify cooperation between the United Nations and the Bretton Woods institutions, including the World Bank and the International Monetary Fund (IMF). The World Bank, which has become a full member of the Executive Committee on Peace and Security, adopted a new operational policy entitled "Development Cooperation and Conflict", in February 2001, stressing the importance of increased cooperation with relevant components in the United Nations in this area.

II. Fellowships in the United Nations system

31. A report of JIU, entitled "Fellowships in the United Nations system" (A/52/154), was submitted to the fifty-third session of the General Assembly and considered by the various legislative bodies in the United Nations system, including the Second Committee of the Assembly, together with the Secretary-General's comments and those of the Administrative Committee on Coordination. In General Assembly decision A/53/447, the General Assembly took note of the report. The objective of the report was to identify major management and coordination issues relating to the implementation of United Nations system fellowship programmes and the contribution of those programmes to capacity-building.

32. After taking an overview of the United Nations system fellowships programme, the inspectors came to the conclusion that the United Nations agencies should adopt a uniform format on reporting based on a common definition of fellowships that focuses on quality, relevance and impact, and called for measures to foster the use of former fellows' expertise. The report was generally well received by most of the organizations in the United Nations system and, where appropriate, the recommendations were endorsed.

33. **The focus of recommendation 1 (a) is for the establishment of a uniform definition of fellowship. Such fellowship, as defined, should be in response to nationally approved resources policies and plans and should have impact on and relevance to all stakeholders involved. There being no agreement on this item, each agency will continue to use its own definition in conformity with the fellowship schemes.**

34. Each agency continues to use its own definition in conformity with the fellowship schemes and the type of the training activity undertaken. There is no agreement on a simple definition for a "fellow" or "fellowship". However, the World Health Organization (WHO), for instance, has amended the definition of fellowship to bring it more in line with the definition suggested by JIU.

35. **In recommendation 1 (b), it was recommended that, for reporting purposes, participants in seminars, workshops, technical meetings or conferences should not be classified as "fellows" unless a case can be made that attendance to such training activities form an integral part of a fellowship programme as defined under recommendation (a) above; fellowships entailing payment of a stipend or a daily subsistence**

allowance should be reported separately from those awarded under other arrangements.

36. This recommendation has generally been implemented throughout the United Nations system. Currently, only those who are receiving stipends are termed "fellows". For reporting purposes, participants on short training are not classified as "fellows".

37. **Recommendation 1 (c) called on the United Nations system organizations and the Inter-Agency Procurement Services Office to adopt a uniform format of reporting on fellowships based on an agreed definition and providing reliable data which better reflect the trends in fellowship programmes, in particular the efforts made in compliance with mandates on national execution, gender perspective and technical cooperation among developing countries.**

38. The issue was discussed at the last Senior Fellowship Officers Meeting and a consensus was reached to adopt a uniform format for reporting.

39. **Recommendation 1 (d): To stress the excellence attached to United Nations system-sponsored fellowship programmes, consideration should be given within the inter-agency coordination mechanism on fellowships to establishing common standards to be used by each organization for delivering a certificate of excellence to training institutions and meritorious trainees.**

40. This recommendation is currently under implementation.

41. **Recommendation 1 (e): United Nations system organizations should maintain and/or update databanks of local or regional expertise, taking into account the contribution made by their fellowship programmes to foster an increased use of such expertise. Access to the data banks should be widely available and providers of services to the United Nations system should be encouraged to avail themselves of that expertise.**

42. This recommendation has been endorsed by all the United Nations agencies and is in the process of implementation.

43. **Recommendation 2 (a): The Secretary-General, in consultation with the Administrator of UNDP and concerned Member States, should submit to the General Assembly, at its fifty-fourth session, an evaluation report on the implementation of Assembly resolution 50/131 of 20 December 1995 and on the need to maintain the United Nations Educational and Training Programme for Southern Africa (UNETPSA) as a separate programme with an expanded geographical coverage.**

44. As indicated in the report of the JIU entitled "Fellowships in the United Nations system" (A/53/154/Add.1), the members of the then Administrative Committee on Coordination did not believe that there was justification in maintaining UNETPSA as a separate programme. They considered that the programme had successfully achieved its goals. To ensure the continued success of capacity-building efforts, however, appropriate earmarking should be considered in the formulation of development assistance frameworks for the countries of Southern Africa.

45. Moreover, both the usefulness and actual implementation of the JIU recommendation, to produce a report to the General Assembly by the fifty-fourth session, were overtaken by events during the last few years of the programme's life. It was necessary for UNDP to conduct an extensive evaluation of the programme in order to implement the recommendation within the time frame recommended by JIU. Such an exercise was ongoing during the fifty-fourth session of the General Assembly and involved the review of the operations of the programme for the period from 1996 to 1999. The JIU's recommendation to maintain UNEPTSA as a separate programme with an expanded geographical coverage and for the programme to assume the role of a common system placement and supervision mechanism in Southern Africa was thoroughly considered by the evaluators.

46. Emanating from this study was a recommendation for UNEPTSA to continue its activities either at national or regional level. However, all key stakeholders considered these recommendations in an unfavourable light. Consequently, at a meeting between the Government of South Africa and UNDP on 23 November 1999, it was agreed that the programme would be terminated effective 30 June 2000 and that the residual funds be administered under a national execution modality.

47. **Recommendation 2 (b): The General Assembly called on the Secretary-General to submit to the**

General Assembly at its fifty-fourth session a report on the training and fellowship programmes carried out by different units in the Secretariat and to make proposals with a view to enhancing their implementation and promoting better coordination.

48. A report to the General Assembly as recommended by JIU has not been submitted. As indicated in response to recommendation 1 (c) above, the issue was among those discussed at the meeting of the senior fellowship officers of the United Nations system and host country agencies, held in Rome in November 2000. Consultations and meetings were also held among the offices/units concerned at the Secretariat under whose purview the implementation of the specific recommendation falls. An interim internal report in this regard has been prepared and is being finalized. Related issues, including in particular those aiming at enhancing the implementation of training and fellowship programmes and promoting better coordination, not only at the Secretariat level but also on a system-wide basis, will be taken up in the next meeting of the senior fellowship officers and host country agencies in the fall of 2002.

49. **Recommendation 2 (c): The International Research and Training Institute for the Advancement of Women (INSTRAW), was called upon to review its fellowships funding policies so as to be able to initiate and sustain a fellowship programme relevant to its mandate.**

50. The Institute has explored various initiatives for fund-raising both within and without the United Nations system. However, to date it has failed to secure the necessary funding for the revitalization of its programme of activities, including funding for a sustained fellowship programme.

51. **Recommendation 3 (a): In order to support national execution, organizations should establish data bank of training institution in their particular field of activities and make them accessible to national administrations involved in the implementation of fellowships, either upon request or online.**

52. This recommendation has been implemented.

53. **Recommendation 3 (b): All fees negotiated with host institutions by the United Nations system organizations should be considered as "United Nations rates" applicable to all system-sponsored fellows, irrespective of the modality of execution.**

54. The recommendation is being implemented. Agencies now pay the same fees to any one-host institution.

55. **Recommendation 3 (c): Fellows under national execution should be insured within collective insurance contracts entered into by the organizations of the United Nations system.**

56. The implementation of this recommendation depends on national execution authorities. However, whenever the United Nations makes placement arrangements, they are insured under a United Nations-sponsored scheme.

57. **The thrust of recommendation 3 (d) was that when training takes place abroad, disparities in allowances to trainees placed in the same institution should not exist or should be kept to a minimum, whatever the organization concerned or the modality used for execution.**

58. This recommendation has been implemented. All the United Nations agencies are provided with monthly allowance rates.

59. **In recommendation 3 (e), the report called for countries facing problems of transfer of funds that are involved in national execution of fellowship programmes to make arrangements through the resident coordinator system to guarantee payment of fees to host institutions and allowances to fellows.**

60. Whenever a project is fully implemented by national execution, the Secretariat is not usually involved. However, if the United Nations is requested to implement the training component of the project, the arrangements for all payments are made through the local UNDP office.

61. **Recommendation 3 (f): Nominating countries involved in national execution of fellowship programmes are urged to take full advantage of the experience and the network of contacts of the United Nations system organizations in their respective fields of competence when using the facilities offered under support cost arrangements for UNDP-supported projects.**

62. All agencies have shown their willingness to share the experience and the network of contacts with the Governments upon their requests.

63. **Recommendation 4 (a): Host Governments are urged to provide or continue to provide the necessary support to their national placement and supervising agencies so that they can extend free services to the United Nations system-sponsored fellows: as a matter of policy, organizations should give priority to securing such free services whenever available, due regard being given to cost-effectiveness and quality.**

64. To the extent that the recommendation can be implemented, Governments have been willing to do so. They are encouraged to provide services at no cost to the fellows and participants.

65. **Recommendation 4 (b): Future meetings of senior fellowship officers should investigate other possibilities for more cost-effective placement, such as regrouping requests to fewer national placement and supervising agencies, requesting a particular agency to serve as a regional placement agency, pooling of resources, or establishment on a cost-sharing basis of common placement structures funded by participating organizations.**

66. This recommendation has been implemented in cases where the countries concerned did not offer programmes in the same field. The United Nations deals directly with the host institutions instead of going through national placement agencies where extra costs are involved.

67. **Recommendation 4 (c) called for the Secretary-General, in consultation with the Administrator of UNDP and the host country, to report to the General Assembly, at its fifty-fourth session, on the possibility of UNEPTSA being given a new mandate to capitalize on its experience and serve as a common system placement and supervising mechanism in Southern Africa.**

68. See response provided to recommendation 2 (a) above.

69. **Recommendation 5 (a): Organizations that have not done so should undertake on their own or within a joint exercise with other interested organizations and evaluation of their fellowship programme and report consequently to their legislative organs on ways and means to improve their overall impact, relevance and cost-effectiveness.**

70. This recommendation has been implemented. An expert in this field was hired to prepare an evaluation report. The report was submitted to the last meeting of the senior fellowship officers and note was taken thereof. At the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Executive Board took some far-reaching decisions on the matter, including the need for future fellowship awards to reflect the Organization's strategic objectives and programme priorities. WHO has developed a system for continued monitoring of fellowship activities that provides key background data for monitoring and evaluating its future performance.

71. **Recommendation 5 (b): Recipient countries are urged to contribute to the fullest extent possible to the implementation of the fellow-up procedures that can enhance the evolution of fellowship programmes.**

72. The implementation of this recommendation is ongoing. Project authorities concerned are sent evaluation letters and questionnaires to be completed by the local authorities on returning fellows and trainees.

73. **Recommendation 5 (c): Within the framework of inter-agency coordination on fellowships, evaluation issues and methodologies should be emphasized through sharing of experience and definition of best practices.**

74. This recommendation has been fully implemented. The meeting of the senior fellowship officers of the United Nations system and country agencies, which is held biennially, reviews the evaluation issues and methodologies. Consequently, there is greater harmonization of policies regarding stipends and allowances. There is also much enhancement of inter-agency coordination in the areas of fellowship administration. This meeting has proven to be a very useful tool for the exchange and sharing of ideas and approaches.

75. **Recommendation 6 (a): An inter-agency coordination mechanism on fellowship matters should be maintained and hosted by one of the participating organizations to handle focal points activities: in designating the host organizations, due consideration should be given to the need for continuity and to the special responsibilities of the United Nations in coordination issues.**

76. The senior fellowship officers meeting agreed that the Project Personnel Service of the Department of Economic and Social Affairs of the Secretariat would continue to serve as a focal point for inter-agency coordination on fellowships.

77. **Recommendation 6 (b): Meetings of senior fellowship officers should continue to serve as the main framework for inter-agency coordination on system-wide issues relating to the management of fellowships, with adequate linkage to the Administrative Committee on Coordination machinery; participation in these meetings and their format should better reflect the increasing trend in the placement of fellows in the developing countries; and prior to meetings of senior fellowship officers, consideration should be given to the assessment of fellowships at the regional level with a view to taking full advantage of possibilities offered for the regionalization of placements and in the context of technical cooperation among developing countries.**

78. This recommendation has been implemented. The latest meeting was in November 2000. The representatives of the United Nations system fellowship service agreed that it was essential to maintain the system of biennial meetings of senior fellowship officers. The next meeting is scheduled for November 2002 in Vienna.

79. **Recommendation 6 (c): Agencies that have training activities in the same fields should designate a lead agency and harmonize their programmes for better impact and in order to avoid duplication.**

80. Competences and mandates of each agency were reviewed at the meeting of senior fellowship officers in the light of this recommendation. It was strongly agreed that this consideration should be kept in mind by the agencies concerned in planning and implementing fellowship programmes. The World Meteorological Organization (WMO), however, considered as impractical the concept of leading agency in the area of hydrology and recommended to make maximum efforts to improve the coordination among the agencies in the provision of fellowships for studies in this subject.

III. United Nations Office for Project Services

81. The JIU report on the United Nations Office for Project Services (UNOPS) (A/53/788) and the comments of the Administrative Committee on Coordination thereon (A/53/788/Add.1) were submitted to the General Assembly at its fifty-third session. The report was also considered by the legislative organs of the other United Nations organizations, including the Executive Board of UNESCO, which welcomed the sharing of UNOPS expertise and experience with United Nations system organizations in the area of procurement in general and in particular, its practice and procedure in emergency situations.

82. Since the issuance of the report, there have been subsequent institutional developments concerning the governance and management of UNOPS. At the request of the Secretary-General, the Office of Internal Oversight Services (OIOS) has conducted a review of the current and future role of UNOPS in the United Nations system so as to assist the Secretary-General in determining how UNOPS support to the execution of United Nations programmes could be made effective, as well as to address management issues. In 2001, there was a UNOPS client survey aimed at ascertaining the views of its clients on the value and quality of services it provided. In addition, an independent evaluation was conducted on the relationship between UNDP and UNOPS. After taking cognizance of these two reports, the Secretary-General stated, inter alia, that he was "pleased that UNOPS (and UNDP) have worked together in a constructive manner in resolving outstanding problems".

83. **Recommendation A.1: Taking advantage of its role as a separate, identifiable and self-financing entity and its niche as a provider of project services without substantive mandate, UNOPS should give priority to partnerships with the United Nations system organizations and should actively seek, identify and use the expertise in these organizations.**

84. Members of the United Nations System Chief Executives Board for Coordination continue to collaborate with UNOPS in addressing these issues. As more fully elaborated in the response to the following recommendation, UNOPS has greatly expanded the number of United Nations organizations that it serves, concluding relationship agreements with those organizations as the basis for the provision of its

services. Through inter-agency agreements, UNOPS cooperates with executing agencies in the implementation of projects.

85. **Recommendation A.2: The United Nations Office for Project Services should further intensify its efforts to diversify its sources of income and its clients.**

86. UNOPS total income consists of project income, service income and other income, including savings on prior obligations. Project income remains UNOPS main source of income representing some 81 per cent of total income of $92.4 million in the biennium 2000-2001, as compared to 86 per cent of total income for the biennium 1998-1999. However, UNOPS now earns fees from the Rome-based International Fund for Agriculture Development (IFAD) for services it provides in respect of loan administration and project supervision. UNOPS has made client diversification a primary focus in its business plan in recent years and now counts more than 25 United Nations organizations as clients, thereby reducing its dependency on one client or service. In 2000, for the first time since it was established in 1995, acquisition by UNOPS from organizations other than UNDP exceeded the new acquisitions from UNDP regular resources. UNOPS now provides services to United Nations organizations involved in all mandate areas — development, humanitarian affairs, and peace and security.

87. **Recommendation A.3: Further possible decentralization of offices should continue to pass the tests of assuring a critical mass of projects in a designated area sufficient to be self-financing. In this connection, UNOPS has to address the problems and issues raised in A.5 above (A/53/788), especially with regard to coordination and communication among the different decentralized offices and Headquarters.**

88. In late 2000, UNOPS senior management decided to embark on a strategy aimed to make UNOPS more client-focused and responsive in all areas of the world. Knowledge management is a key component of the UNOPS effort to improve the quality of its services through coordinated use of staff on a global basis. It is expected that such changes will improve coordination and communication among UNOPS staff worldwide.

89. **Recommendation A.4: The United Nations Office for Project Services should continue to take advantage of the UNDP field network and avail itself primarily of the administrative and financial services rendered by UNDP, provided it is satisfied that the services it gets are cost-effective.**

90. UNOPS continues to work with and through the UNDP field network for administrative and financial services. UNDP and UNOPS have formed a working group to address the methodology for costing of such services, to ensure cost-effectiveness and transparency.

91. **Recommendation A.5: The Executive Director should formulate a policy for a concerted and sustainable effort by UNOPS to achieve more equitable distribution among sources of procurement and contracting for goods and services, including services of consulting firms and consultants, with special attention given to sources from developing countries, countries with economies in transition and major under-utilized donor countries. Over and above what is provided in its web site, which may not be readily available, especially to a greater number of developing countries, UNOPS should:**

(a) Issue a list of required equipment, goods and services on a periodical and timely basis;

(b) Plan customized training workshops for representatives of developing countries on procurement;

(c) Collect and update information of available goods and equipment as well as consulting firms and consultants from developing countries.

92. UNOPS now lists all procurement requirements for new projects on its web site (under "procurement pipeline") at the time projects are accepted for implementation by UNOPS. This permits interested vendors to express interest in participating in eventual bidding opportunities. In addition, UNOPS now also advertises on its web pages specific expressions of interest, invitations to bid and requests for proposals. UNOPS advertises its procurement actions in national newspapers wherever the requirements of the project can be met by the local markets. UNOPS is organizing formal training for representatives of developing countries within the context of projects it implements; for example, it is organizing training as part of its support to the transitional government authorities under the United Nations Interim Administration Mission in Kosovo (UNMIK) and the United Nations Transitional Administration in East Timor (UNTAET).

93. In 2000, UNOPS dedicated a number of staff from its Procurement Support Section within the Division for Legal and Procurement Support to gathering, analysing and updating information, including potential sources from developing countries, as part of its effort to expand the scope of its rosters. UNOPS also participates in the United Nations Common Supplier Database, which is a combined roster for use by 11 United Nations organizations worldwide. For each specific sourcing activity, those responsible for procurement identify potential sources of supply from developing countries to be included in the selection process.

94. **Recommendation D.1. UNOPS should make its experience in adapting practices and procedures and in developing different approaches, procedures and methodologies for different circumstances, especially in emergency situations, more transparent and available for sharing with other United Nations organizations for possible application in their respective activities.**

95. UNOPS has regularly shared its expertise with other United Nations organizations and it is considered one of the main reasons for those entities choosing to outsource more to UNOPS. UNOPS is active in various inter-agency forums and is ready to assist in any knowledge transfer activity it can.

96. **Recommendation D.2: UNOPS should share its experiences in the area of procurement, particularly its "dedicated procurement regime" and risk management policy, with other United Nations system organizations with a view towards contributing to more cost-effective procurement by them.**

97. As part of the Secretary-General's reform efforts, within the framework of the Task Force on Common Services, UNOPS works actively in the Inter-Agency and Common Services Procurement working groups. UNOPS participates in, and leads, where appropriate, any joint procurement activities undertaken by the groups. Notwithstanding the continued cooperation between UNOPS and the other United Nations organizations, it must be noted that UNOPS specializes in high volume bulk procurement, largely destined for infrastructure projects, unlike some other agencies with lower volume procurement and generally smaller quantities of various articles, whose procurement practice is not always cost efficient nor compatible with the modus operandi of UNOPS. Moreover, unlike UNOPS, other organizations such as UNESCO, are rarely solicited for procurement activities in emergency situations, but rather intervene more frequently in a post-conflict context.

IV. More coherence for enhanced oversight in the United Nations system

98. The above-mentioned report (A/53/171) provided a comparative assessment of oversight mechanisms in use within the United Nations system. Generally, the members of the United Nations System Chief Executives Board for Coordination shared the thrust of the report and took note of the recommendations contained therein. Many of the recommendations were however already being implemented or featured in the work plans of most organizations.

99. The Committee for Programme and Coordination considered the report after it had been introduced in the Fifth Committee and deferred to the fifty-fourth session. The Committee for Programme and Coordination also expressed appreciation for the report and considered it to be a very readable, informative and timely document based on good analysis and containing useful reference information in its table and annex. The report was, however, not considered to be action-oriented and therefore only its recommendations 5 and 6 were supported without reservation.

100. **Recommendation 1: Legislative organs should request the executive head of each organization to submit, for approval, an optimal plan for conducting and coordinating all elements of internal oversight appropriate to the characteristics of his/her organization as well as an indication of the related personnel and financial requirements.**

101. The recommendation mirrors the recommendations of the Secretary-General contained in A/51/801. As stated in the report however, owing to the distinct character of each organization, it would be counterproductive to call for the same internal oversight model for all organizations. At the Committee for Programme and Coordination, there was general support for the recommendation with strong insistence, in accordance with the report, that there was no expectation of same model being applied to all organizations. It was stressed that the structures should

be adapted to the specific needs and circumstances of each organization. OIOS, for instance, operates pursuant to General Assembly resolutions 48/218 B and 54/244, which spell out its functions with more detailed plans spelled out in the medium-term plan and the biennial budget. These documents are reviewed and approved by the Committee for Programme and Coordination, the Advisory Committee on Administrative and Budgetary Questions and Fifth Committee.

(a) Recommendation 2: Legislative organs should request executive heads of each organization to submit a consolidated annual summary report on internal oversight activities that concisely provides (a) an overview of the issues addressed and accomplishments achieved; (b) a record of recommendations made and status of actions taken on them; and (c) issues or recommendations requiring action by executive heads or legislative organs;

(b) Legislative organs should decide whether executive heads would (a) take responsibility for reports on internal oversight activities or (b) make such reports available to legislative organs as prepared by the internal oversight mechanisms, together with any separate comments the executive heads may deem appropriate;

(c) Any report of internal oversight mechanisms to a legislative organ should indicate which recommendations the executive head believes are for informational purposes only and which the executive head believes require action by an appropriate legislative organ.

102. Both the Committee for Programme and Coordination and the Advisory Committee on Administrative and Budgetary Questions observed that it was for the legislative body of each organization to determine the reporting procedure for both external and internal oversight mechanisms and that most organizations have already established procedures for so doing. Moreover, concerns have been expressed that a more common system-wide format for reporting could actually increase costs and complexity of existing reporting arrangements. General Assembly resolution 48/218 B spells out the reporting requirements for OIOS. These requirements include the submission of an annual summary report through the Secretary-General to the General Assembly, including any comments the Secretary-General deems appropriate.

103. **Recommendation 3: United Nations system internal and external oversight mechanisms should include in their reports to legislative organs a description of good practices identified in the course of their work that other units in the same organization and/or other organizations could find beneficial.**

104. This recommendation was generally accepted by the Advisory Committee on Administrative and Budgetary Questions, the Committee for Programme and Coordination and the member organizations of the United Nations System Chief Executives Board for Coordination. The Advisory Committee on Administrative and Budgetary Questions pointed out that while not all good practices can be replicated throughout the United Nations system, the implementation of the recommendation would be beneficial in such areas as procurement, communication, software application and staff training. The Committee for Programme and Coordination recommended the approval of the recommendation on the understanding that all good practices cannot be replicated throughout the United Nations system and that the respective legislative bodies should take decisions as necessary in this regard. OIOS includes in its reports, both those addressed to programme managers as well as those submitted to legislative bodies, instances of best practices as and when they are identified in the course of its work. The Office is considering giving more emphasis to this practice in the future.

105. Other mechanisms for sharing best practices are through:

(a) Annual conferences, which are held on audit, investigation, evaluation and inspection;

(b) Inspection and evaluation exercises that are replicable and recognized as improving the Organization's performance and efficiency;

(c) Benchmarking exercises made during its audits. For example, a recent audit of space management at the United Nations Office at Geneva highlighted good practices identified through benchmarking the space management practices followed by other Geneva-based agencies and the

identification of good practices in one mission, extended to other missions;

(d) Reports, as appropriate, and in the OIOS newsletter, "OIOS News" on the Intranet, together with good practices identified by other United Nations system organizations.

106. **Recommendation 4: Based on its system-wide mandate, JIU should include in its programme of work, periodically, an overall analysis of the consolidated annual summary reports on internal oversight activities, as called for in Recommendation 2, for the purpose of identifying system-wide issues and problems, as well as good practices that other organizations of the system could find beneficial.**

107. The reservations of the Administrative Committee on Coordination contained in document A/53/670 on this proposal to enhance system-wide efficiency of oversight have been noted. According to General Assembly resolution 48/218 B, JIU is provided with copies of all final reports produced by OIOS, including the annual report, and provides the Assembly with their comments as appropriate.

108. **Recommendation 5: United Nations system oversight mechanisms, building on current associations, should seek to establish a more active community for encouraging further networking, information sharing and professional development.**

109. The recommendation has generally been implemented after its approval by the Committee for Programme and Coordination, subject to the comments of the concerns for confidentiality of certain data and cost effectiveness of some of the initiatives. OIOS avails itself of networking arrangements with other United Nations entities for training purposes and for sharing experiences using new technologies and it has also been called upon to lend assistance to other entities setting up internal oversight functions.

110. Generally, the oversight bodies in the United Nations system actively share information on methodologies and other data, subject to requirements for confidentiality, among themselves in order to avoid duplication and to undertake joint projects. Such exchange of information takes place via shared annual work plans; conducting joint training and using common guidelines, through annual Tripartite Oversight Coordination Meeting with representatives of the Board of Auditors and JIU. Bilateral meetings and annual meetings of Representatives of Internal Audit Services are also held. The OIOS Internal Audit Division has taken a lead role in planning the adoption of new internal auditing standards for application throughout the United Nations system.

111. There has also been improved coordination of audit activities among United Nations agencies responsible for implementing programmes under the Oil for Food Programme in Iraq and also in a horizontal audit of delays experienced in the processing pension fund documents, in which OIOS coordinated the audits of 15 United Nations entities by various United Nations agencies. At the third conference of investigators of international and bilateral institutions, OIOS proposed uniform standards for investigations and, when warranted, the establishment of joint international investigation teams. Recently, the OIOS led a team of investigators from four countries resulting in the arrest of nine individuals in a refugee smuggling case (A/56/733).

112. **Recommendation 6: Within the context of shared responsibility for oversight, the oversight mechanisms should seek opportunities to enhance dialogue with representatives of Member States and secretariats, as needed, in order to be more responsive to concerns about oversight, to foster the role of oversight in the change and reform process, and to assure a fuller understanding of the comparative roles of the different oversight mechanisms.**

113. There is general agreement that oversight is a shared responsibility. Several initiatives have been taken to enhance the dialogue with Member States and senior management to foster a better understanding of their respective roles especially that of management as the first line of oversight.

Notes

[1] In Economic and Social Council resolution 2001/321, the Council agreed to the change of name of the Administrative Committee on Coordination to the United Nations System Chief Executives Board for Coordination (CEB), without change in its mandate.

[2] United Nations Peace-building Support Office in Liberia (UNOL) established in November 1997. See letter from the Secretary-General to the Security Council (S/1997/817), dated 22 October 1997.

[3] United Nations Peace-building Support Office in Guinea-Bissau (UNOGBIS) established in June 1999. See letter of 28 June 1999 from the Secretary-General to the President of the Security Council (S/1999/737).

[4] United Nations Peace-building Support Office in the Central African Republic (BONUCA) of February 2000. See presidential statement of the Security Council (S/PRST/2000/5 of 10 February 2000) and a letter from the Secretary-General to the Security Council, dated 3 November 1999 (S/1999/1235).

[5] United Nations Peace-building Support Office in Tajikistan (UNTOP), established in June 2000.

[6] A/55/305-S/2000/809, paras. 240-243.